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Development of the Regional Land Plan Transport Plan 2021-31

For decision:

For noting:

Ngā tūtohunga / Recommendations

That the committee:

- a) Notes the requirements and timelines for the 2021-31 Regional Land Transport Plan.
- b) Notes the decision points in the RLTP process, including those of Auckland Council.

Te whakarāpopototanga matua / Executive summary

- 1) The Auckland Regional Transport Committee (RTC) is responsible for preparing and consulting on the 2021-31 Regional Land Transport Plan (RLTP). This report introduces the requirements for the RLTP and related processes, to inform the RTC as it initiates the process of developing this RLTP.

Ngā tuhinga ō mua / Previous deliberations

- 2) A report on the Development of RLTP was provided to the Finance, Capital and Risk Committee (FCRC) in February 2020, although not to the Auckland Transport (AT) board or RTC. FCRC noted the need to align the outcomes in the RLTP with those sought by Auckland Council (Council).

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Te horopaki me te tīaroaro rautaki / Context and strategic alignment

- 3) The RLTP is the primary document guiding land transport planning and investment for the Auckland region. It includes the activities of AT, Waka Kotahi New Zealand Transport Agency (Waka Kotahi) and KiwiRail. Two key strategic drivers for the programme are the Auckland Plan 2050 (Auckland Plan) and the Government Policy Statement on land transport (GPS).
- 4) The vision in the Auckland Plan is that Aucklanders will be able to get where they want to go, more easily, safely and sustainably. It sets out three directions: (i) better connecting people, places, goods and services; (ii) increase genuine travel choices for a healthy, vibrant and equitable Auckland; and (iii) maximise safety and environmental protection.
- 5) The GPS sets out the strategic direction for land transport. Under the Land Transport Management Act 2003 (the LTMA), the RLTP must be consistent with the GPS. A draft GPS was issued in May 2020, and includes the four strategic priorities of Safety, Better Travel Options, Improving Freight Connectivity, and Climate Change. The final GPS will be released imminently.

Ngā matapakinga me ngā tātaritanga / Discussion and analysis

- 6) The Auckland RTC is responsible for completing a review of the existing RLTP, consulting on the draft RLTP, and lodging the draft RLTP with the AT board. The AT board is responsible for approving the final RLTP. The requirements of an RLTP are set out in attachment one.
- 7) Under recent changes to the LTMA arising from the Future of Rail Review, a KiwiRail representative has been added as a non-voting member of the RTC. The KiwiRail representative has been invited to talk about the Rail Network Investment Programme at the RTC meeting.
- 8) The current RLTP covers the 2018-28 period. It was published soon after the GPS 2018, and the Auckland Plan, and reflects the strong emphasis on public transport, active modes and safety in those strategies. It also reflects the \$28 billion investment package agreed between the Government and Auckland Council in the 2018 Auckland Transport Alignment Project (ATAP).
- 9) A new RLTP is proposed for the period from 2021 to 2031 to incorporate any shifts in priorities, such as climate change, mode shift and spatial priorities, as well as Government decisions on the NZ Upgrade Programme and stimulus package, as well as the impacts of the COVID-19 pandemic.
- 10) This RLTP would be informed by the ATAP update process that has been initiated by Government and Council. Both processes are aimed at optimising the transport programme for Auckland for the next 10 years against the objectives of growth, climate change, safety, mode shift and better connecting people, goods and services. The ATAP process is intended to produce a report by the end of October on different transport 'packages' that reflect different weightings of the above objectives. The Governing Body and Cabinet are expected to approve the final ATAP package in December 2020.

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- 11) This ATAP is an opportunity to move beyond the transport capital programme and address strategic issues that underpin this RLTP, such as:
- a. Policy changes to achieve the radical shifts to meet Auckland Council's targets for a low carbon economy and management of travel demand.
 - b. Spatial growth priorities, such as Drury, Redhills and Whenuapai areas, and Kainga Ora's development programme.
 - c. Funding levels, including AT's ability to access funding from the National Land Transport Fund (NLTF) at the levels signalled in the 2018 ATAP. NLTF funding at ATAP levels is critical if AT is to be able to deliver on its current RLTP.
- 12) With these issues addressed through ATAP, the AT Board is able to focus on the specifics of the investment programme, such as public transport services, safety, and asset renewal and maintenance. These services and programmes go to the heart of AT's ability to respond to the CCO Governance Review's recommendation that it improves its engagement with local communities.
- 13) Although the RLTP will be informed by ATAP, ATAP does not replace the RLTP statutory process, nor the processes for Council's Long Term Plan (LTP) and Regional Fuel Tax (RFT) and Waka Kotahi's National Land Transport Programme (NLTP). However, ATAP is one of Government Commitments in the draft GPS, which states that the Government expects forthcoming NLTPs to meet the expectations in ATAP. NZTA has also signalled that ATAP work can act as a strategic case for projects within the ATAP package. Both of these may have NLTF funding implications for projects that are outside of ATAP.

Auckland Council and the RLTP

- 14) The Council has a crucial role in the development of the RLTP for a number of reasons:
- a. Council's LTP sets out the activities and community outcomes it expects to achieve. Importantly, it sets Council's funding and targets for AT. As a substantive council-controlled organisation, AT must give effect to the relevant aspects of the LTP (s.92(1) of the Local Government (Auckland Council) Act 2009). The process for the 2021 LTP includes workshops with councillors in October 2020, the Mayoral Proposal in late November 2020, consultation on the draft LTP in the first quarter of 2021, and finalisation of the LTP in June 2021.
 - b. The Covid-19 pandemic and associated lockdowns has had a significant impact on transport revenues, particularly PT revenue, which has led to considerable uncertainty for the overall Council budget. This will constrain the ability fund new transport initiatives.
 - c. Council is responsible for preparing and consulting on the RFT Proposal. The RFT Proposal specifies the projects that can be funded from the fuel tax and effectively defines most of the discretionary projects in AT's capital programme. In the 2018 RLTP, the RFT enabled \$4.4 billion of AT's \$10 billion capital programme, including the next phases of the Eastern Busway, the next tranche of Electrical Multiple Units and stabling, and the enhanced safety programme. Council will consider any changes needed to the RFT

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programme now that Mill Road and Penlink are funded from the NZ Upgrade Programme. The RFT process is expected to follow similar timelines to the LTP.

- d. The recently released CCO Governance Review recommended that “AT and the council jointly prepare the RLTP, the draft of which the council endorses before going to the AT board for approval”. The Governing Body has requested the chief executives of Auckland Council and AT work to implement this.

15) For these reasons, it will be important that Councillors are involved as the RLTP is developed. The LTP workshop in October will be a critical opportunity to canvas issues with the Council. Council’s participation in the ATAP process and a review by the Governing Body of the proposed ATAP package, provide additional opportunities for Council to be informed of and provide input to the RLTP. The formal decision points in the RLTP process are shown in attachment two, including those for Auckland Council.

Inclusion of transport programmes for Waka Kotahi and KiwiRail

- 16) The programmes for Waka Kotahi, KiwiRail and Department of Conservation need to be included in the draft RLTP and should be formally submitted to the RTC, once they are approved by their respective agencies. Draft programmes for Waka Kotahi and KiwiRail are being considered as part of the ATAP Update.
- 17) The process for inclusion of KiwiRail’s programme in this RLTP is new compared with 2018. With recent changes to the Land Transport Management Act arising from the Future of Rail Review, the RTC is no longer responsible for prioritising KiwiRail’s programme in the RLTP. The RLTP must include any significant rail activities proposed by KiwiRail, and their inclusion is for co-ordinated planning only and does not affect whether they are included in a rail network investment programme or their funding.

Submission of final RLTP to Waka Kotahi.

- 18) We are feeding into Waka Kotahi’s NLTP process from now to December, to secure funding for the continuous programmes and improvement programme over the next three years. Waka Kotahi has specified that regional councils must submit their RLTPs by 30 June 2021, to allow it to prepare the NLTP by August 2021.

Ngā tūraru matua / Key risks and mitigation

- 19) Delays in the finalisation of ATAP will pressurise the preparation of, and final decisions on, the RLTP. However, we are closely involved in the ATAP process, and will be able to provide advice to the RTC and prepare the main content of the RLTP in parallel with the ATAP process.

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Ngā ritenga-ā-pūtea me ngā rauemi / Financial and resource impacts

20) No financial and resource impacts are expected in the preparation of the RLTP.

Ngā whaiwhakaaro ō te taiao me te panonitanga o te āhuarangi / Environment and climate change considerations

21) Environment and climate change are being considered as part of the development of the transport strategy and investment programme.

Ngā reo o mana whenua rātou ko ngā mema pooti, ko ngā roopu kei raro i te maru o te Kaunihera, ko ngā hāpori katoa / Voice of mana whenua, elected members, Council Controlled Organisations, customer and community

22) Discussions will occur with elected members as part of the process of developing the LTP, the RLTP and ATAP.

23) Stakeholder, community and public perspectives will be sought as part of the review of the 2018 RLTP and consultation on the draft RLTP. Mana whenua will also be consulted and their views and perspectives considered as part of the consultation process for the draft RLTP. The Chair of the Independent Maori Statutory Board is a party to ATAP.

Ngā whaiwhakaaro haumaruru me ngā whaiwhakaaro hauora / Health, safety and wellbeing considerations

24) No key health, safety and wellbeing considerations are associated with the development of the RLTP.

Ā muri ake nei / Next steps



25) The next steps are developing the strategic priorities and investment programme for the RLTP, as well as involvement in the LTP and ATAP processes. The broad timelines for the RLTP and these related processes are in attachment three.

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Ngā whakapiringa / Attachments

Attachment number	Description
Attachment One	Requirements of a RLTP
Attachment Two	RLTP Formal Decision Points
Attachment Three	Timeline for the RLTP

Te pou whenua tuhinga / Document ownership

Submitted by	Mark Fleming, Principal Policy Advisor	
Recommended by	Jenny Chetwynd Exec GM Planning and Investment	
Approved for submission	Shane Ellison Chief Executive	

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Attachment One Requirements of a Regional Land Transport Plan

1. The requirements of an RLTP are set out in the LTMA. AT is required to prepare the RLTP at least every six years, but may do so more frequently. Given shifts in some priorities and current pressures, it is proposed to prepare a new RLTP covering the period from 1 July 2021 to 30 June 2031. Responsibility for preparing and approving the RLTP lies with AT.
2. The RLTP must contain:
 - (a) Auckland region's transport objectives, policies and measures;
 - (b) A statement of transport priorities for the region;
 - (c) A forecast of revenue and expenditure on activities;
 - (d) All regionally significant expenditure on transport to be funded from sources other than the National Land Transport Fund;
 - (e) Identification of activities of inter-regional significance.
3. The RLTP covers the activities of AT, Waka Kotahi, KiwiRail and other agencies for example the Department of Conservation. It must contain a list of any significant rail activities or combinations of rail activities proposed by KiwiRail for Auckland.
4. The Auckland RTC is responsible for completing a review of the existing RLTP during the six month period immediately before the expiry of the third year of the plan i.e. within the period January to June 2021, consulting on the draft RLTP, and lodging the draft RLTP with the regional council – in Auckland's case, the AT Board.
5. When considering the draft RLTP, the RTC must be satisfied that it contributes to the purpose of the LTMA 'to contribute to an effective, efficient, and safe land transport system in the public interest', and that it is consistent with the GPS. The RTC must take into account any national energy efficiency and conservation strategy, relevant national policy statements and regional policy statements or plans in force under the Resource Management Act 1991, and likely funding from any source.
6. When consulting on the draft RLTP, the RTC must follow consult in accordance with the consultation principles specified in the Local Government Act 2002, including receiving views presented to it with an open mind and give those views due consideration when making decisions.
7. Once lodged by the RTC, the AT Board may then decide either to approve the draft RLTP without modification, or to refer it back to the RTC for reconsideration.

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Attachment Two RLTP Formal Decision Points

Note: dates are based on current knowledge and may change

	RLTP Development	Decisions affecting draft RLTP		
		Who	What	Decision and relationship
October	RLTP strategic framework and investment programme developed	Minister of Transport	Final GPS 2021 and NZ Rail Plan released	Influences strategic direction for land transport and rail
October/ November		Waka Kotahi	WK investment programme	For consideration in draft RLTP
		KiwiRail	KR investment programme	For inclusion in the draft RLTP
November		Mayor	Mayoral Proposal	Sets priorities and planned Auckland Council funding, which sets AT's capex and opex funding envelopes
December		Governing Body and Cabinet	Approval of final ATAP package	Informs draft RLTP
January- February	Draft RLTP prepared RTC consulted by Auckland Council on draft RFT Proposal RTC approves draft RLTP for public consultation	Auckland Council	Draft LTP Draft RFT Proposal	Confirms planned Auckland Council funding Sets RFT-enabled projects in the draft RLTP
February- March	Consultation on draft RLTP (timing aligned with LTP and RFT)			
April-May	RTC considers results of consultation on draft RLTP			

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May-June	RTC recommends revised draft RLTP to AT Board	Auckland Council	Final LTP and RFT Proposal	Confirms funding envelopes for transport and RFT-enabled projects in the final RLTP
	AT Board approves final RLTP	Waka Kotahi	Advice on continuous programmes	Sets funding for continuous programmes such as PT services and Maintenance, Operations and Renewals
August		Waka Kotahi	Publishes NLTP	Confirms the priority projects to be funded for next three years from the NLTF

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Attachment Three Timeline for the RLTP

